

## 10. POLICY INITIATIVES

In order to realize the improvements recommended in the Downtown and Riverfront Plan, consensus on the major policy initiatives must be achieved. In particular, the role of the public sector and its local non-profit and business partners must be structured to define clear leadership and specific responsibilities within that leadership framework. Policies for implementation must recognize the capacity of different organizations and the overall strengths of downtown Lynchburg within the regional market. Based on the phasing strategies recommended by this plan, the City should refine its priorities and define early-action projects. Ultimately, the vision of the plan will be achieved by tackling one step at a time and keeping a clear vision of the long-term objectives.

### 10.1 Balanced Public and Private Investment

In order for downtown and riverfront redevelopment in Lynchburg to be successful, public investment policies are required that reinforce downtown Lynchburg's role as a viable address in the regional marketplace. Downtown must reach a regional marketplace to be successful. Downtown no longer has a broad competitive advantage for the location of most workplaces and retail stores. Most businesses will continue to locate outside the downtown area. However, downtown can be highly competitive in key sectors: financial and other professional services, entertainment, specialized retail, and culture. In addition, the character, history, pedestrian scale, and riverfront location give downtown a competitive advantage over outlying areas. Smaller downtowns around the country, especially those with a strong historic fabric, are also finding a ready market for downtown housing.

Amenities and cultural anchors are distinguishing factors that will give downtown Lynchburg a competitive edge over nearby suburbs and other



The Downtown Riverfront Plan was informed by stakeholder meetings as well as larger public forums.

cities and towns in the region. Moreover, public policy initiatives focusing on the redevelopment of downtown should be viewed as ongoing, multi-year commitments by the City and supported by aggressive public management and marketing over a ten- to twenty-year period. All of these are critical factors for success.

At present, downtown Lynchburg is at a disadvantage compared to suburban locations because of low rents and sales prices relative to redevelopment costs and the physical and functional obsolescence of its building stock. The strongest redevelopment opportunities are also the most problematic: large buildings with high capital requirements, and relatively weak demand for space. While existing public investment has helped stem the tide and

has raised downtown's profile in the region, substantial positive change downtown will require that the public sector assume a degree of financial risk in specific projects and maintain these commitments over time to invest in downtown's future.

The implementation of key projects will act as a catalyst for sustained downtown development activity, including the renovation of vacant space, conversion of underutilized space, and new infill development. In the Master Plan, a number of key projects have been targeted, including:

- Riverviews Lofts
- The Academy of Music
- New and renovated housing
- Parking garage(s)
- Ice-skating rink
- Movie theater
- Public parks and streetscape improvements
- Bluff Walk Hotel
- Amazement Square

These projects fall into three basic categories, but all require some form of public participation or intervention at this point in time:

- Some projects are inherently private real estate projects that need some targeted public investment to become feasible in the current downtown market and to establish the future market (e.g., market-rate housing, ice-skating rink, movie theater).
- Other projects are cultural, non-profit projects that require some form of public participation in recognition of their economic benefits and contribution to the quality of life in the downtown and the larger city and region (e.g., Amazement Square, the Academy of Music).
- Finally, projects such as parks, streetscape improvements, and parking garages are the basic building blocks of public infrastructure, which prime the pump for private investment. With strategic public participation, the resulting private investment in all of these projects will ultimately increase property values and the City's tax base, create jobs, and more effectively use existing infrastructure.

The planning team strongly believes that a healthier downtown is a regional asset, and that it will help the Lynchburg economy grow. A thriving downtown will attract new visitors, will be more attractive to prospective employers, will help the region retain existing employers, and will retain and attract a larger, stronger workforce.

## 10.2 Phasing and Costs

Because Lynchburg's public resources are limited, it is imperative that public dollars be used wisely to leverage the greatest possible private investment. The role of public dollars is to create and enhance downtown's amenities and to help establish the footing for subsequent private investment. Public dollars should be earmarked for those facilities that cannot otherwise be implemented with purely private dollars: parking, parks, streetscape improvements, cultural facilities, and infrastructure.

The Master Plan suggests many different projects that can be implemented to improve the civic environment in downtown Lynchburg. By outlining a full range of projects and recommending a phasing strategy, the City can work towards its goals and take on projects over time, incrementally transforming the image of the downtown. Based on the experience of many other cities, both large and small, the time frame for accomplishing the recommendations in the Master Plan is likely to be twenty years or more. As a first step toward defining short-term versus long-term projects, the Master Plan recommends a phasing strategy, fully recognizing that priorities and opportunities will change over time (Figure 6).

For each individual project, the estimated construction costs are provided in Table 3. Indirect costs are in addition, and are estimated at 20% to 25%, include design fees, testing, legal counsel, project management, and environmental approvals. The project costs are intended to establish budgets and priorities and therefore show a range of costs that should be refined as projects move into final design. The high end represents high-quality materials and design, and establishes the highest standards for civic improvements, whereas the low end of the range suggests that some compromises may be made in the selection of materials or the ratio of hardscape (plaza area) to softscape (green lawn and planted areas). In general, hardscape areas are significantly more expensive than softscape. Wherever possible, the City should aim for the highest quality, which will create environments that are long lasting and memorable.

**Table 3. Civic Improvement Costs**

	<b>Low</b>	<b>High</b>
<b>Years 1-5</b>		
Lower Ninth Streetscape	\$1,240	\$1,670
Upper Ninth Streetscape	1,240	1,670
Monument Terrace	1,500	2,300
Lower Bluff Walk	2,000	3,560
Subtotal Construction	\$5,980	\$9,200
<b>Years 6-10</b>		
Jefferson Street Promenade	\$1,750	\$2,680
James Riverwalk	3,050	4,110
J. Lynch Bridge Improvements	940	1,260
Fifth Street Streetscape	1,020	1,380
Subtotal Construction	\$6,760	\$9,430
<b>Years 10-20</b>		
Overlook Terrace	\$930	\$1,260
Canal Park	6,490	8,760
Upper/Lower Basin Park	5,310	7,170
Route 29 Gateway	340	470
Twelfth Streetscape	960	1,290
Rivermont Gateway	1,020	1,380
Upper Bluff Walk	520	710
City Hall Plaza	410	560
Subtotal Construction	\$15,980	\$21,600

Note: Indirect costs are not included and are estimated to be between 20% and 25% construction costs. Costs associated with civic improvements exclude land assembly.

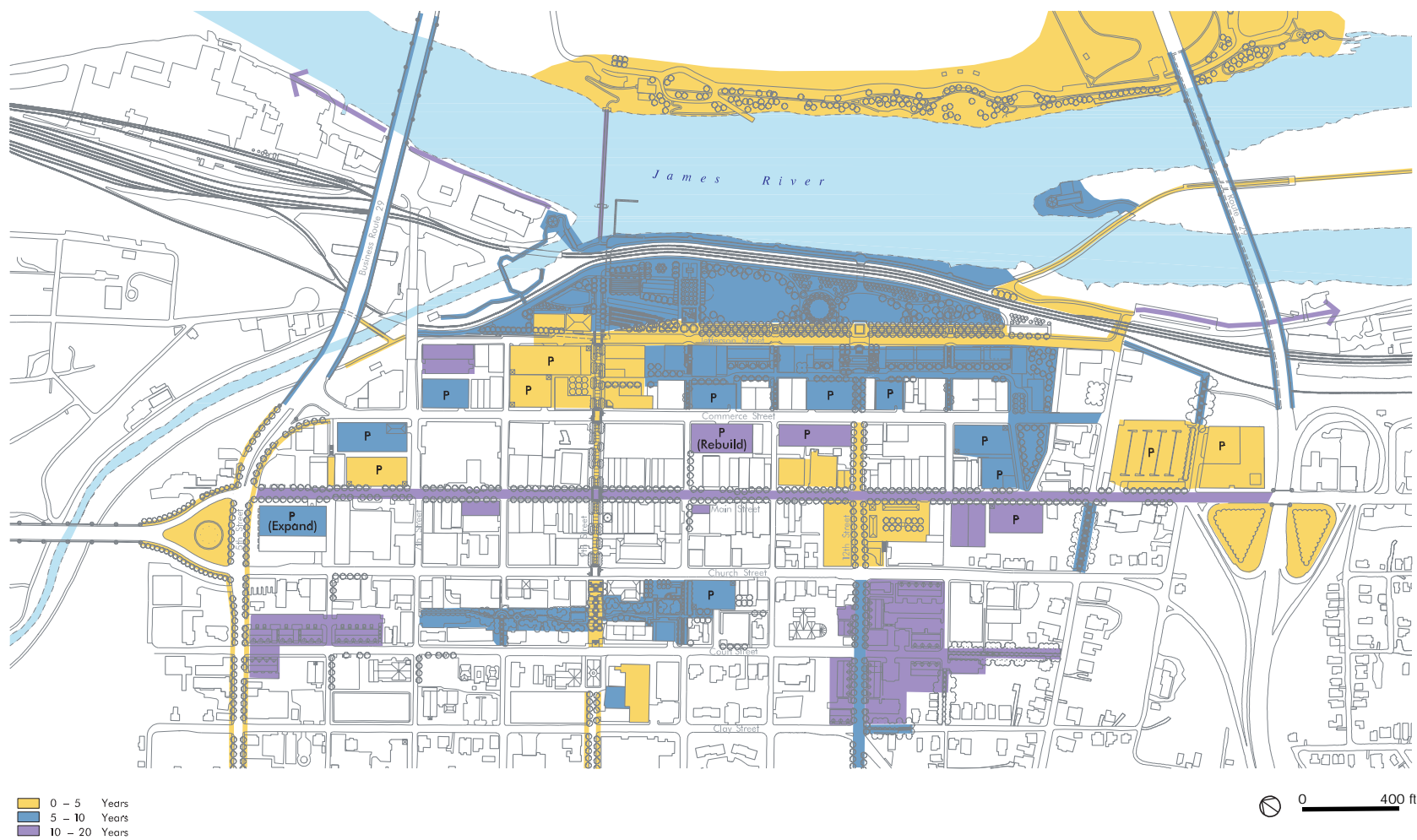


Figure 6. Phasing Diagram

### 10.3 Economic Benefits and Private Investment

A fundamental principle of the plan is that public investment in new amenities and infrastructure will help to reposition the downtown and riverfront and attract—and in some cases, induce—new private development. A major component of this public investment will therefore be to fund the capital improvements and build the necessary public amenities.

We recommend the following principles to guide public decision-making for implementing the projects as outlined in the plan. These include the following:

- The City should focus its public investment in new infrastructure (such as amenities, streets and parks) to leverage subsequent private investment. The overarching goal here is to induce, but not necessarily move ahead of, the market. For example, phased public improvements such as Jefferson Street Promenade and Ninth Street should create value for subsequent private investment of the historic warehouses. Similarly, the Route 29 Gateway project is intended to enhance marketability of the corporate center site.
- The City should build on the strengths of existing entities. For example, rather than embark on new endeavors such as the ice-skating rink or movie theater, initial public investment should support initiatives that are already underway and close to achieving their goals, such as Riverviews and the Academy of Music.
- Public investment should be strategic in location. Public decision-making with respect to civic improvements should be prioritized to include those sites or projects that are located adjacent to or near parcels that will maximize opportunities for private investment.
- Public investment should be strategic in scale. The City should be judicious in the use of public dollars. The project seeking a significant level of public monies may not necessarily generate the greatest impacts.
- Opportunities for federal and state funding for civic improvements should be maximized. Examples include the Army Corps of Engineers, TEA-21, open space acquisition grants, parks and public space funding mechanisms and the like. We recommend targeting approximately 20-50% of capital improvements from federal and state funding sources.
- City officials must recognize that downtown investment benefits the entire region. Downtown investment reinforces the strength of the entire region's economy and should not be evaluated only on immediate local impacts within the downtown.
- Investment in high-quality design and materials will distinguish downtown streets and parks. In order to be strategic with public investment, the amount of park area or special features within any one park may need to be phased in over time.

## Public Investment and Private Leverage

The economic analysis has outlined the expected order-of-magnitude costs and private investment generated for the series of target projects (see Table 4). As specific projects are completed with the investment of public dollars, the amount of private investment leveraged will grow over time. For example:

- In Phase 1 (years 1-5), municipal investment is estimated to be on the order of \$7.4 million and is expected to generate \$32.2 million in private investment. This equates to a ratio of approximately 1 to 4.4 in public-to-private investment.
- In Phase 2 (years 6-10), the planning team estimates that civic improvements will total approximately \$5.4 million. This is expected to generate upwards of \$33.6 million in private investment in loft conversions, development of the corporate center site and other projects. This yields a public-to-private ratio of approximately 1:6.
- In the third phase (years 11-20), various public improvements are estimated to require approximately \$8.66 million in local funding. As momentum has been created over time, the marketability for private-sector uses is strengthened substantially. As a result, private projects identified in the plan include new housing on Twelfth Street and Court Street and other renovations of existing empty buildings totaling \$84 million. Notably, the leverage of public dollars to private investment increases to over 1:9.7 in Phase 3.

**Table 4. Summary of Downtown Investment (thousands)** Date: 12/2000

	Estimated Project Costs	Private Investment <sup>2</sup>	Municipal Investment	Federal/ State Investment <sup>1</sup>
<b>Years 1 - 5</b>				
Amazement Square	\$ 6,600	\$ 6,195	\$ 205	200
Parking Garage (city staff/vis)	\$ 3,000	-	\$ 3,000	-
The Academy of Music	\$ 15,000	\$ 13,500	\$ 400	-
Riverviews	\$ 4,500	\$ 4,300	\$ 200	-
US District Court	\$ 8,500	-	-	\$ 8,500
Bluff Walk Center	\$ 8,000	\$ 7,200	-	\$ 800
Civic Improvements	\$ 5,980	\$ 1,000	\$ 3,580	\$ 1,400
<b>Subtotal</b>	<b>\$ 51,580</b>	<b>\$ 32,195</b>	<b>\$ 7,385</b>	<b>\$ 10,700</b>
<b>Ratio 1:4.4</b>				
<b>Years 6 - 10</b>				
Juvenile & Domestic Court	\$ 7,000	\$ -	\$ -	\$ 7,000
General District Court	\$ 2,200	-	-	\$ 2,200
Circuit District Court	\$ 1,800	-	-	\$ 1,800
Ice Skating Rink	\$ 2,100	\$ 2,100	-	-
Loft Conversions	\$ 13,000	\$ 13,000	-	-
Corporate Center	\$ 16,200	\$ 16,200	-	-
Cinema	\$ 2,200	\$ 2,300	-	-
Civic Improvements	\$ 6,800	-	\$ 5,400	\$ 1,400
<b>Subtotal</b>	<b>\$ 51,300</b>	<b>\$ 33,600</b>	<b>\$ 5,400</b>	<b>\$ 12,400</b>
<b>Ratio 1:6</b>				
<b>Years 11 - 20</b>				
New Lofts	\$ 28,200	\$ 28,200	\$ -	\$ -
Twelfth Street Housing	\$ 14,200	\$ 14,200	-	-
Court Street Housing	\$ 5,100	\$ 5,100	-	-
Other Renovtns (400,000 gsft+)	\$ 36,000	\$ 36,000	-	-
Civic Improvements	\$ 16,000	\$ 500	\$ 8,665	\$ 6,835
<b>Subtotal</b>	<b>\$ 99,500</b>	<b>\$ 84,000</b>	<b>\$ 8,665</b>	<b>\$ 6,835</b>
<b>Ratio 1:9.7</b>				
<b>GRAND TOTAL</b>			<b>\$ 21,450</b>	

### Notes

<sup>1</sup> Federal/state participation targeted at 20% - 50% for civic improvements.

<sup>2</sup> Total project costs for private development projects do not always include land, which is assumed to be written down by the City for certain projects.

<sup>3</sup> Civic improvement costs are construction costs only.

<sup>4</sup> Estimates are in constant 2000 dollars and do not account for inflation.

<sup>5</sup> JW Old Building is a significant public investment downtown, but is considered money that would have been spent anyway.

## Property Taxes Generated for Bonded Debt

The significant new tax base generated by the uses envisioned in the plan implies that a key source of the required public investment may be the new increment of taxes generated by new development. Tax-increment financing (TIF) approaches essentially borrow from future tax revenue streams needed to induce market opportunities and generate the new taxes.

Our analysis estimates the net tax increment for each phase (i.e., the amount of property taxes generated by private investment to the City on an annual basis). If applied to the debt service on bonded debt issues to fund capital improvements, this revenue stream could provide a key piece of funding for the plan. These are illustrated, by phase, in Table 5.

The amount of net tax increment is expected to increase over time as private investment increases. Over the plan's three phases, private investment is expected to yield more than \$1.6 million in annual property tax revenues (at the City's current tax rate of \$1.11 per \$100 of assessed valuation). Assuming that this revenue stream can be bonded at a current rate of 5.5% and generates bonding capacity to fund public improvements on the order of \$29.2 million, this amount would cover all of the projected construction costs for civic improvements over the next 20 years. Benefits such as property taxes generated are, of course, phased in over time.

**Table 5. Economic Benefit Criteria**

	Floor Area (gsf)	Net New Emp.	Annual Attendance	Number of Dwelling Units	Number of Residents	Property Tax/Year \$
<b>Years 1-5</b>						
Amazement Square	30,000	36	50,000	-	-	\$73,300
J. W. Ould Building	60,000	200	--	--	--	0
Parking Garage	146,000	4	--	--	--	--
The Academy of Music	56,000	36	50,000	--	--	155,400
Riverviews	64,000	75	--	36	54	49,900
US District Court <sup>1</sup>	38,000	0	--	--	--	0
Bluff Walk Center	54,000	50	--	--	--	88,800
Civic Improvements	--	--	--	--	--	0
<b>Subtotal</b>	<b>448,000</b>	<b>401</b>	<b>100,000</b>	<b>36</b>	<b>51</b>	<b>\$367,400</b>
Bond @5.5%						\$6.68 million
<b>Years 6-10</b>						
Juvenile & Domestic Relations Court	31,000	93	--	--	--	\$ 0
General District Court	10,000	30	--	--	--	0
Circuit Court	8,000	24	--	--	--	0
Ice Skating Rink	35,000	27	25,000	--	--	23,300
Loft Conversions	144,000	18	--	107	160	144,300
Corporate Center	108,000	432	--	--	--	179,800
Cinema	48,000	22	200,000	--	--	22,200
Civic Improvements	--	--	--	--	--	0
<b>Subtotal</b>	<b>384,000</b>	<b>646</b>	<b>225,000</b>	<b>107</b>	<b>160</b>	<b>\$369,600</b>
Bond @5.5%						\$6.72 million
<b>Years 11-20</b>						
New Lofts	235,000	29	--	174	261	\$312,900
Twelfth Street Housing	86,000	11	--	64	96	103,800
Court Street Housing	49,000	6	--	36	54	53,500
Other Renovations	--	--	--	--	--	--
Office/Commercial	200,000	800	--	--	--	199,800
Residential	200,000	25	--	150	225	199,800
Civic Improvements	--	--	--	--	--	0
<b>Subtotal</b>	<b>770,000</b>	<b>871</b>	<b>0</b>	<b>274</b>	<b>636</b>	<b>\$869,800</b>
Bond @5.5%						\$15.85 million
<b>Totals</b>	<b>1,602,000</b>	<b>1,986</b>	<b>325,000</b>	<b>417</b>	<b>850</b>	<b>\$1,606,800</b>
						<b>\$29.2 million</b>

<sup>1</sup> No new employees: replacement building  
Note: Renovations total 712,000 gsf (50% of total).

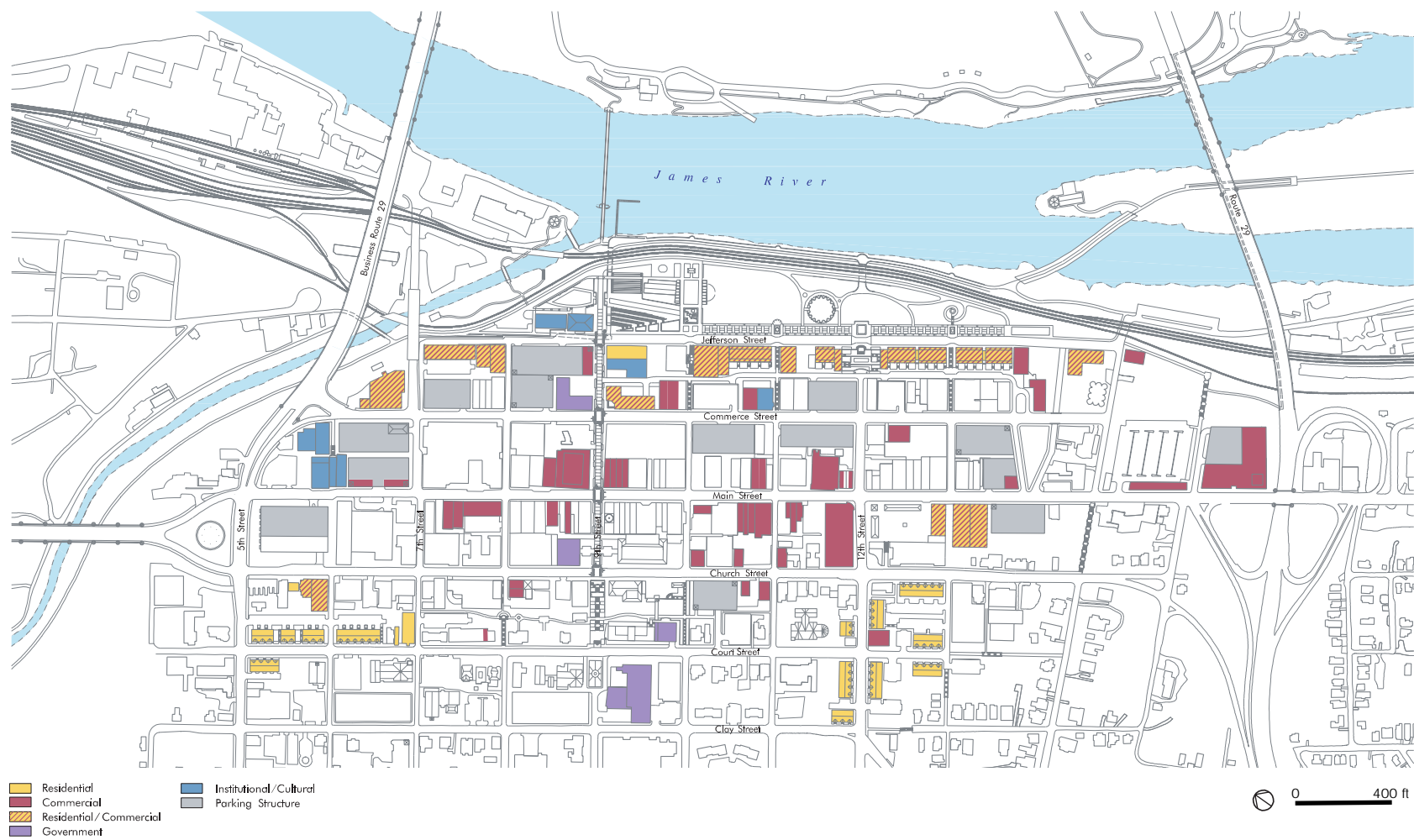


Figure 7. Renovation and New Development



### **Building the Market: The Impacts**

Beyond direct impacts such as private investment and property taxes, the plan is also expected to generate other direct impacts, including new employment, new visitors to downtown and new residents (Table 5). These markets, of course, will spin-off other—indirect—impacts, such as retail sales, and entertainment and business licensing taxes. We estimate that, at buildout, the plan will generate:

- 2,000 new employees working in the downtown and riverfront area adding substantially to the existing 4,000 employees downtown;
- 300,000 visitors to downtown entertainment and cultural venues such as the Academy of Music, Amazement Square, the ice-skating rink and cinema complex; and
- 850 new residents in almost 600 new housing units. Assuming that these residents have annual incomes of \$35,000 (of which 30% is discretionary income available for spending on consumer goods), this generates approximately \$8.9 million in disposable income.

The increases in employees, visitors, and residents translates into demand for approximately 27,000 square feet of retail space in the downtown. New residences and active street-level uses will further enhance the quality of place in downtown, making it feel like a safer, more exciting destination and fundamentally changing perceptions about the walkability of downtown streets (Figure 7).

### **10.4 An Entity for Downtown Development**

Downtown Lynchburg has substantial existing assets, and an important principle of the plan is to build on these strengths. Lynch's Landing, Amazement Square, and the Community Market are all significant assets that are further complemented by downtown's antique stores, restaurants, banks, courthouses, numerous law offices, and other successful businesses. The opening of the Academy of Music will have a tremendous effect on the vitality of downtown. What is needed is a City-initiated or coordinated system to integrate the activities of institutions and businesses in a way that reinforces the overall appeal of downtown.

A central challenge will be the definition of roles and responsibilities to implement the Master Plan. Within the City, a number of different departments will continue to be actively involved in downtown development, including the City Manager's Office, Community Planning and Development, Economic Development, Public Works, and Parks and Recreation. Lynch's Landing has led the downtown and riverfront promotional events over the last 15 years with the help of City funding. This organization should continue to lead the effort in downtown promotion while working closely with the City departments listed above.

Lynchburg recently has been named a member of the Virginia Main Street Program. A central feature of the Main Street program is a full-time professional downtown manager, who operates at the public-private interface and who is capable of dealing with issues of design and planning, finance, and management. The City Council recently approved funding for three new positions that are key to future downtown development efforts. These include a Downtown Executive Director under the

Main Street program with Lynch's Landing, a Downtown Economic Development Manager with the Department of Economic Development, and a Business Manager to handle special events for the Parks and Recreation Department.

To maximize the effectiveness of existing and proposed staff, we strongly recommend the creation of a Downtown Council or Steering Committee to direct Downtown/Riverfront redevelopment efforts. The Downtown Council should include representatives of the City, Lynch's Landing, private businesses, and civic non-profit organizations, and should be staffed with the leadership of the Downtown Executive Director. This entity must be able to focus its attention on the downtown and riverfront district, serving as both champion and advocate, and ensuring the implementation of the Master Plan recommendations.

Leadership and experience in downtown development will be critical factors in the plan's success. Over the course of the next several years, the Committee could evolve into a more formal entity such as a Downtown Development Corporation with a board and an executive director. The board would have a similar composition to the Downtown Council, including public, private and civic (non-profit) representatives. The executive director and staff, working under either the Downtown Council or ultimately a more formal board, should possess the following qualifications:

- Financial expertise and the ability to negotiate deals with new and existing businesses.
- Close working relationship with City staff.
- Credibility with the City Council.

- Understanding of the basic principles, design concepts, implementation strategies, and economic recommendations of the Downtown and Riverfront Plan.
- Ability to manage the design process, including procurement of design professionals and design review for urban development projects.
- Ability to coordinate with Public Works in the construction phase of infrastructure projects.
- Ability to promote downtown and to target appropriate businesses and tenants, in coordination with Lynch's Landing.
- Fundraising experience in both the private and public sectors.
- Ability to work with various citizens groups, from historic district residents to business owners.

The downtown development strategy can be built on the successful organizational model of the Industrial Development Authority (IDA), while recognizing the distinguishing physical and political characteristics of the downtown environment. Through the IDA, the City invested in roads and other infrastructure, targeted industries, assembled land, offered cash incentives, and in some cases constructed building shells as an incentive for development. In return, the City has reaped a return on its investment, which may have involved some initial risk, but now includes a solid and diversified employment base, strong industrial market and numerous spin-off benefits throughout the region.

## 10.5 Defining Downtown's Niche in the Regional Market

As noted above, downtown needs to clarify its role in the regional economy. Public investments should be targeted toward uses that reinforce this role. The role should center on the following basic notions:

- Downtown is a regional center for government, professional services, and financial services.
- Downtown is a regional center for arts and culture.
- Downtown is a regional center for entertainment, specialized shopping and large-scale events.
- Downtown is the most tangible expression of Lynchburg's history. Because of its historic fabric and character, for some, downtown is an appealing place to live in unique loft-style housing as well as in more traditional townhouses and apartments.

Viewed through this prism, specific actions or ideas about downtown can be evaluated. Should, for example, the City create new financial incentives for retail development? Should housing be a higher priority? What is the role of art?

Short-term public actions should focus on clear, tangible results and should target those projects most likely to generate positive momentum for downtown in the eyes of the regional marketplace. However, an equally critical second pillar is noted: existing downtown employers must perceive that they are valued.

Retail often receives a disproportionate level of attention in downtown revitalization studies and plans. Retail is a highly visible component of the downtown economy. A vibrant retail scene can dramatically—positively—affect attitudes toward downtown. A weak retail supply, with marginal operators and high vacancy rates, can erode confidence in even a relatively

healthy downtown economy. Downtown Lynchburg clearly has some bright retail spots: strong operators, attractive storefronts and signs, and strong customer bases. However, downtown retail is a shadow of what it used to be due primarily to the decentralization of population, income, and jobs in the Lynchburg region, coupled with the explosion in the region's competitive retail supply.

As long as positive momentum exists downtown, entrepreneurs will continue to be attracted. However, the primary, early revitalization efforts in downtown Lynchburg should continue to focus on building demand for retail by developing housing, arts and cultural destinations, parks, and other initiatives that will re-attract a regional audience to downtown.

As these initiatives are established, targeted retail opportunities will follow: family-oriented impulse food, snacks, and retail near Amazement Square, additional galleries near Riverviews, a cafe or wine bar near the Academy.

Clearly, some latent demand exists. The major employment concentration west of Ninth Street on Main, for example, is capable of supporting additional restaurants and service retail geared to the daytime workforce. Over time, the Community Market should begin to support higher-end retail dealing in antiques, specialty home improvement and home furnishings, and eating and drinking places. Part of the job of a Downtown Manager will be to assist Lynch's Landing and the City in their recruitment efforts to identify and attract suitable retailers to the downtown. These candidates are likely to be local entrepreneurs who have been successful elsewhere in Lynchburg or in other nearby cities and who are receptive to Lynchburg's revitalization story. Lynchburg is not yet ready to pursue national franchises downtown because of the relatively small market share, nor are these businesses necessarily the most consistent with the overall strategy.

## 10.6 City Property: Disposition and Acquisition

The City Council is interested in minimizing the amount of properties the City owns in the downtown area. However, there are “strategic properties” that the City should consider acquiring to ensure that downtown development follows the Master Plan. Two areas that are of particular importance regarding City control/acquisition are (1) the 1100 block of Main Street and (2) the 1000 block of Church Street.

In the 1100 block of Main Street is a fast food structure with an adjoining parking lot at the corner of Twelfth and Main Streets, currently occupied by Blimpies. This is an important site given its visual prominence and adjacency to the Community Market, City Armory, antique district and the former City Auditorium. A synergy has already been created in this part of downtown with various leisure activities during day and evening hours and weekdays and weekends. The Master Plan calls for an ice-skating rink to complement current activities, but if this does not happen, public ownership will still be necessary to control future development of this site.

In the 1000 block of Church Street stands the former Cooperative Bank building, which is now vacant. The Master Plan calls for a new parking garage on this site to serve City Hall, J & D Court and nearby buildings such as the Ward Building that have limited parking. In addition, this garage would add activity to this underutilized block creating a better connection to Benchmark Co. and the Community Market further beyond. BB&T Bank now owns the property and is interested in selling to the City if parking can be provided to their downtown branch at Tenth and Main Streets.

Concurrently, there are ten vacant structures that the City owns, most of which are planned for sale to the private sector. These properties are planned as follows:

1. The N&W Depot (10 Ninth Street): The Master Plan calls for commercial use with retail/restaurant on first floor and offices/residential on second floor.
2. The Conner Produce Building (12 Ninth Street): The Master Plan calls for demolition to create more parkland.
3. Pride of Virginia Meats Building (1000 Jefferson Street): The Master Plan calls for demolition with the creation of the park, unless a private developer is interested in purchasing and renovating the structure for retail or housing.
4. The Switching Station (near Blackwater Creek): The Master Plan calls for relocation to the new park and used for retail or City function.
5. James T. Davis Building (1225 Main Street): The Master Plan calls for commercial use with retail on the first floor and housing on the upper floors.
6. The Old Tobacco Warehouse (1301 Main Street): The Master Plan calls for commercial use with retail on the first floor and housing on the upper floors.
7. Piggly Wiggly Building (1307 Main Street): The Master Plan calls for commercial use with retail on the first floor and housing on the upper floors.
- 8-10. GE Buildings—718, 720, 724 Commerce Street:  
Sold and under renovation for mixed-use development.

### 10.7 Existing and Proposed Historic Districts

The City currently has five local historic districts surrounding the Central Business District. These include Diamond Hill, Federal Hill, Courthouse Hill, Garland Hill and Daniels Hill. Two are directly linked to the downtown (Diamond Hill and Courthouse Hill), two are within three blocks (Federal Hill and Garland Hill), and one is across Blackwater Creek (Daniels Hill). In order to tie these districts together, it would be important to designate the downtown and riverfront as a local historic district. At present, the area known as the Lower Basin is designated as both a state and national historic district, with the remainder of downtown expected to be designated in January 2001. These designations allow property owners to obtain Historic Tax Credits. Only local designation, however, regulates demolition and design revisions. Given the high number of demolitions in the downtown since the 1950s (nearly 500), it is important to add local designation to the state and national designations. The area has already been professionally surveyed for historic value and has been recommended for local approval by the Virginia Department of Historic Resources. City Council is the governing body that approves this designation. Some of the other localities in Virginia with local historic district designation in their downtowns include Fredericksburg, Lexington, Charlottesville, Staunton, and Roanoke. All of these cities have had significant private investments since they were designated as local historic districts and have not experienced “too much government control” in their redevelopment efforts.

### 10.8 Facade Improvement Program

The City began the Facade Improvement Program in 1997 allocating \$12,000 per year in CDBG funds. Property owners could receive 25% reimbursement with a maximum of \$2,000 per property, as an incentive for facade renovation. In 1999, that figure was increased to \$100,000 per year and funded through the Capital Improvements Program (CIP). Property owners can now receive 30% reimbursement, with a maximum of \$25,000 per property, for facade renovation costs. To date, nearly \$85,000 has been paid to private investors who have improved their downtown facades.



Lynchburg's facades reflect a rich architectural heritage.

Occupied properties that are a priority for facade restoration in the downtown include 902 Main Street (leased by CVS), 904 Main Street (leased by CVS), 906 Main Street (leased by Fashion Plus), 812 Main Street (former Baldwin's Department Store), 1026 Main Street (Starlett's Antique Mall), 1023/1027 Main Street (Schewel's Furniture), 911 Main Street (leased by Uptown Fashion), 919 Main Street (leased by The Vault Entertainment Store), 1000 Church Street (Imperial Colliery Co.), 918 Commerce Street (Advertising Design), and 920 Commerce Street (leased by Trevillians Auction Co.).

### 10.9 Membership in Virginia Main Street Program

For the first time in its fifteen-year history, the Virginia Main Street Program allowed cities with populations over 50,000 to apply for membership in the year 2000. With a population of 66,000, Lynchburg applied and was accepted into the program in June 2000. There are no outright funds provided to the City, but technical and professional expertise on downtown revitalization is provided to the City at no cost to Lynchburg. The four points of the program are based on the National Main Street program and include (1) Design, (2) Economic Restructuring, (3) Promotion and (4) Organization. It is estimated that the City will receive the equivalent of \$150,000 per year in free consulting services from the Virginia Main Street Program staff.

The program requires the hiring of a downtown Executive Director who will work for Lynch's Landing, Inc. and be paid by the City. City Council has committed funding for this position for a minimum of five years, which is the amount of time the City and Lynch's Landing have committed to the Main Street program.

### 10.10 Creation of a Downtown Foundation

In order for the private sector, individuals, and philanthropic groups to contribute to the downtown/riverfront revitalization effort, a tax-deductible donation vehicle is necessary. This can be done in one of two ways: (1) the creation of a Downtown Foundation, as has been done in other localities such as Staunton, Virginia or (2) the creation of a partnership with a non-profit such as the Lynchburg Historical Foundation, a 501(c)3 organization, where donations are channeled for preservation/redevelopment purposes. For downtown/riverfront redevelopment to succeed, clearly donations from non-government sources are going to be a critical component.

### 10.11 Downtown Investments: Past and Projected

Significant investments have been made in the downtown in the past five years with even more investments planned for the next five years. They are as follows:

1995-2000	2000-2005 (Projected)
Amazement Square: \$6 million	J. W. Ould: \$9 million
Holiday Inn Select: \$2 million	Parking Garage: \$3 million
High Peak Sportswear: \$500,000	Monument Terrace: \$1.5 million
Main Street Eatery: undisclosed	Ninth Street: \$2.5 million
Craddock-Cunningham: \$500,000	Riverviews: \$4.5 million
1200-1208 Main Street: \$500,000	Academy of Music: \$15 million
Estate Specialists: \$450,000	Federal Courthouse: undisclosed
Anthony's Salon: \$300,000	J&D Courthouse: \$7 million
1222 Main Street: undisclosed	723 Jefferson Street: undisclosed
Lyn-CAG: \$300,000	Bluffwalk Hotel: \$8 million
Baby B's store: undisclosed	Courtland Building: \$2.8 million
Circuit Court: \$2.5 million	Benchmark: \$500,000
Monument Terrace Bldg: \$1.3 million	1225/1301/1307 Main Street: \$2 mil
General District Court: \$2 million	718, 720, 722, 724 Commerce St.: \$500,000
Benchmark: \$300,000	
Renaissance Theatre: \$100,000	
1022 Commerce Street: \$300,000	
1023 Commerce: \$200,000	
1100 Commerce Street: \$400,000	
1104 Commerce: undisclosed	
Dance Theatre of L'burg: \$200,000	
Percival's Is. improvements: \$1.7 million	
TOTAL \$20 million (estimated)	\$65 million (estimated)